

Message Text

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PAGE 01 STATE 310931
ORIGIN AF-10

INFO OCT-01 EUR-12 CA-01 ISO-00 OPR-02 SS-15 PER-01
SCS-06 A-01 OC-06 CCO-00 SY-05 PM-05 TRSE-00
HA-05 /070 R

DRAFTED BY AF/E:RWBAKER:SM X20857
APPROVED BY AF:WHARROP
AF/E:RPOST
CA:AAGISE (DRAFT)
OPR/WLG:JMCDONNELL (SUBS)
EUR/CE:SKLINGAMANN (SUBS)
OSD/ISA:SCHARLES (SUBS)
AF/I:USTRAS (DRAFT)

-----047747 310531Z /10

P R 310017Z DEC 77
FM SECSTATE WASHDC
TO AMEMBASSY BONN PRIORITY
INFO AMEMBASSY NAIROBI
SECDEF
CINCEUR VAIHINGEN GERMANY

C O N F I D E N T I A L STATE 310931

E.O. 11652: GDS

TAGS: AEMR, CASC, UG, US, GW

SUBJECT: AMERICAN RESIDENTS IN UGANDA - CONTINGENCY
PLANNING

REF: A) BONN 21291; B) BONN 21290; C) BONN 21450,
D) STATE 068382 (NOTAL: DTG 282058Z MAR 77)

1. APPRECIATE RECEIVING EMBASSY REPORT OF DISCUSSION WITH
FRG FONOFF (REFTEL A), AS WELL AS VERY USEFUL INFORMATION
AND COMMENTS FROM AMBASSADOR FROEWIS (REFTELS B AND C). WE
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 STATE 310931

PARTICULARLY APPRECIATE WILLINGNESS OF FRG TO RECEIVE US
DELEGATION FOR MORE FORMAL CONSIDERATION OF CONTINGENCY
PLANS. THIS MESSAGE RESPONDS TO VARIOUS POINTS MENTIONED
BY FRG AND PROVIDES FURTHER ELABORATION OF US THINKING ON
CONTINGENCY PLANNING PROCESS.

2. WE WELCOME FRG REVIEW OF SIZE AND LOCATION OF AMERICAN

COMMUNITY IN UGANDA, AND APPRECIATE RECEIVING AMBASSADOR FROEWIS' FIGURE FOR PRESENT SIZE OF AMERICAN COMMUNITY --. (208) AS WELL AS CONTINUING FRG EMBASSY EFFORTS TO KEEP LISTING UP TO DATE. IT WOULD BE VERY HELPFUL IF FRG EMBASSY COULD PROVIDE A COPY OF ITS CURRENT LISTING OF AMERICAN RESIDENTS. (FASTEST AND EASIEST MEANS TO DO THIS MIGHT BE THROUGH PROVIDING BY TELEGRAM ADDITIONS AND DELETIONS TO LISTING COMPILED BY DEPARTMENT IN MARCH - REFTEL D). INFORMATION ON LOCATION/ADDRESS AND ORGANIZATIONAL AFFILIATION AND/OR OCCUPATION WOULD BE PARTICULARLY USEFUL TO DEPARTMENT IN UPDATING OUR OWN RECORDS, INCLUDING OUR LISTING OF SPONSORING U.S. ORGANIZATIONS AND OTHER U.S. CONTACT POINTS FOR AMERICANS IN UGANDA.

3. WE ALSO WELCOME AMBASSADOR FROEWIS' PROPOSAL TO DEVELOP GROUPINGS OF AMERICANS AND TO DESIGNATE CONTACT PERSONS TO FACILITATE QUICK COMMUNICATIONS IF NECESSARY. (THIS IS TYPE OF MEASURE CONSIDERED DURING FEBRUARY 1977 DISCUSSIONS WITH AMBASSADOR ELLERKMANN; INTERVENTION OF FEBRUARY-MARCH CRISIS EVIDENTLY PREVENTED IMPLEMENTATION AT THAT TIME). WE ARE REVIEWING AND WILL FORWARD PERTINENT SECTIONS OF LAST EMERGENCY AND EVACUATION PLAN PREPARED BY U.S. EMBASSY KAMPALA (JANUARY 1973) COVERING POSSIBLE GATHERING POINTS, CONVOY ROUTING, ETC. CONFIDENTIAL

CONFIDENTIAL

PAGE 03 STATE 310931

FOR AMERICANS IN EACH MAJOR LOCATION. BELIEVE THESE PLANS COULD PROVIDE BASIS FOR BRIEFING OF DESIGNATED CONTACT PERSONS. (FOR FRG INFORMATION IN SELECTING THESE INDIVIDUALS, OUR RECORDS SHOW THAT JOHN J. CROSTON OF FORT PORTAL AND DONALD MCGRATH OF GULU, BOTH STILL RESIDENT IN UGANDA ACCORDING TO REFTEL D, WERE DESIGNATED AS WARDENS UNDER 1973 PLAN AND SO SHOULD BE GENERALLY FAMILIAR WITH PROCEDURES.)

4. IN SAME CONNECTION, WE NOTE AMBASSADOR FROEWIS'S STATEMENT THAT RADIO WARNING NETWORK IS NOT FEASIBLE. 1973 E&E PLAN INDICATES EXISTENCE OF A KULUVA-ARUA-KAMPALA MISSIONARY RADIO NET AT THAT TIME. WOULD APPRECIATE CONFIRMATION THAT MISSIONARY GROUPS IN UGANDA NO LONGER HAVE SUCH A RADIO NETWORK.

5. REGARDING SCOPE OF PROPOSED CONSULTATIONS, WE BELIEVE PRIMARY FOCUS SHOULD BE COORDINATION OF PLANS FOR ORGANIZING, CONTACTING AND IF NECESSARY ASSISTING IN EVACUATION OF AMERICAN CITIZENS. AT SAME TIME, HOWEVER, BELIEVE CONSULTATIONS SHOULD

ALSO INCLUDE REVIEW OF BOTH RANGE OF SITUATIONS IN WHICH AMERICANS (AND/OR OTHER FOREIGNERS) MIGHT BE ENDANGERED AND RANGE OF POSSIBLE ACTIONS AVAILABLE TO US AND OTHER GOVERNMENTS TO PROTECT ENDANGERED NATIONALS IN EACH CONTINGENCY. THIS WOULD BOTH PROVIDE US BENEFIT OF FRG VIEWS AND EXPERIENCE AND ALLOW FRG TO APPRAISE POSSIBLE IMPACT OF ANY U.S. ACTIONS ON FRG INTERESTS IN UGANDA. WE CONCUR WITH AMBASSADOR FROEWIS THAT ADVANCE EVACUATION

PLANNING OF SORT MENTIONED ABOVE WOULD PROBABLY NOT BE USEFUL IN A SITUATION WHERE AMIN TOOK ENTIRE AMERICAN COMMUNITY HOSTAGE. IN THIS SITUATION WE WOULD HAVE TO RELY ON OTHER MEANS TO NEGOTIATE
CONFIDENTIAL

CONFIDENTIAL

PAGE 04 STATE 310931

RELEASE OF THE AMERICANS. HOWEVER, IN OTHER CONTINGENCIES -- INCLUDING HARASSMENT CAMPAIGN AND/OR EXPULSION ORDER AGAINST THE AMERICANS, OR POSSIBLE BREAKDOWN OF LAW AND ORDER FOLLOWING INTERNAL GOVERNMENT CRISIS OR COUP -- SUCH PLANS COULD PROVE VERY VALUABLE.

6. WE ARE FORWARDING TO EMBASSY BONN FOR PASSING TO FONOFF WORKING PAPER PREPARED BY DEPARTMENT PRESENTING SOME HYPOTHETICAL SITUATIONS INVOLVING AMERICAN COMMUNITY AND POSSIBLE U.S. RESPONSES. WE WOULD WELCOME ANY COMMENTS OR REACTION FRG MIGHT HAVE. WITH REFERENCE TO QUESTION RAISED BY FRG SIDE IN DISCUSSION WITH EMBASSY REGARDING POSSIBLE CONSIDERATION OF MILITARY OPTIONS, IT IS OUR VIEW THAT IN MOST CONCEIVABLE UGANDAN SITUATIONS MILITARY ACTION WOULD HAVE LITTLE UTILITY. WE WOULD NOT EXPECT FRG TO MAKE ANY DECISIONS ON EXERCISING SUCH OPTION IN CONTEXT OF PROPOSED CONSULTATIONS.

7. APPRECIATE AMBASSADOR FROEWIS' SUGGESTION THAT JANUARY 12 GATHERING BE USED AS OCCASION FOR COMMUNICATING MESSAGE TO AMERICANS. SUBJECT TO AMBASSADOR FROEWIS' COMMENTS, WE WOULD PROPOSE THAT FOLLOWING STATEMENT FROM USG BE CONVEYED TO AMERICANS:

"AS YOU KNOW, THE UNITED STATES GOVERNMENT IS DEEPLY COMMITTED TO THE PROTECTION AND ADVANCEMENT OF FUNDAMENTAL HUMAN RIGHTS. PRESIDENT CARTER HAS MADE IT CLEAR THAT THE U.S. WILL SPEAK OUT AS NECESSARY ABOUT VIOLATIONS OF HUMAN RIGHTS AROUND THE WORLD, AND THAT OUR RELATIONS WITH OTHER
CONFIDENTIAL

CONFIDENTIAL

PAGE 05 STATE 310931

GOVERNMENTS WILL BE AFFECTED BY HUMAN RIGHTS CONSIDERATIONS. THE U.S. GOVERNMENT HAS EXPRESSED SERIOUS CONCERNS OVER THE HUMAN RIGHTS SITUATION IN UGANDA, CONCERNS STRONGLY SHARED BY THE U.S. CONGRESS AND THE AMERICAN PUBLIC. THESE CONCERNS HAVE LED TO RESTRICTIONS BEING PLACED ON U.S. RELATIONS WITH UGANDA. A NUMBER OF PROPOSALS FOR FURTHER RESTRICTIONS ARE NOW PENDING BEFORE THE CONGRESS AND WILL BE DEBATED IN THE SESSION WHICH BEGINS IN LATE JANUARY. IT IS POSSIBLE THAT THIS SITUATION COULD LEAD TO PROBLEMS FOR AMERICANS RESIDENT IN UGANDA, AS PRESIDENT AMIN APPEARED TO THREATEN IN A STATEMENT BROADCAST OVER RADIO KAMPALA ON NOVEMBER 20.

"THE U.S. GOVERNMENT HAS FOR SOME TIME ADVISED AMERICANS AGAINST TRAVELING TO OR TAKING UP RESIDENCE IN UGANDA, DUE TO UNSETTLED CONDITIONS AND POSSIBLE HAZARDS TO PERSONAL SAFETY. THE POSSIBILITY OF FURTHER STRAINS IN U.S.-UGANDAN RELATIONS RESULTING IN DIRECT DANGER TO AMERICAN RESIDENTS REINFORCES THE BELIEF OF THE U.S. GOVERNMENT THAT AMERICAN RESIDENTS SHOULD AGAIN GIVE THE MOST SERIOUS CONSIDERATION TO THIS GUIDANCE."

8. WE LEAVE TO AMBASSADOR FROEWIS THE DETERMINATION OF HOW BEST TO CONVEY THIS MESSAGE IN LIGHT OF SENSITIVITIES OF THE SITUATION. WE WOULD OBVIOUSLY APPRECIATE RECEIVING REPORT ON SCOPE OF ATTENDANCE BY AMERICANS ON THIS OCCASION AS WELL AS ANY REACTIONS BY THEM TO STATEMENT.

9. SUBJECT TO CONFIRMATION FOLLOWING EXCHANGES OF INFORMATION DISCUSSED ABOVE, WE WOULD TENTATIVELY PROPOSE TO SEND FOUR-TO-FIVE MAN U.S. TEAM TO BONN FOR DIRECT DISCUSSIONS STARTING JANUARY 16.

CONFIDENTIAL

CONFIDENTIAL

PAGE 06 STATE 310931

OBJECTIVE OF DISCUSSIONS WOULD BE TO A) AGREE ON MAIN ELEMENTS OF EMERGENCY/EVACUATION PLAN FOR AMERICAN COMMUNITY BASED ON PRELIMINARY WORK BY FRG EMBASSY KAMPALA AND U.S. 1973 DOCUMENT; AND B) REVIEW POSSIBLE CONTINGENCIES AND COURSES OF ACTION ALONG LINES OF U.S. OUTLINE. WE WOULD ANTICIPATE CONSULTATIONS LASTING MAXIMUM OF TWO OR

THREE WORKING DAYS. WOULD APPRECIATE FRG REACTION
AND/OR ANY ALTERNATIVE PROPOSALS. CHRISTOPHER

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: CITIZEN PROTECTION
Control Number: n/a
Copy: SINGLE
Sent Date: 31-Dec-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977STATE310931
Document Source: CORE
Document Unique ID: 00
Drafter: RWBAKER:SM X20857
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D780003-1074
Format: TEL
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t1977121/aaaaaajt.tel
Line Count: 226
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 0cdf20fb-c188-dd11-92da-001cc4696bcc
Office: ORIGIN AF
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 77 BONN 21291, 77 BONN 21290, 77 BONN 21450
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 30-Aug-2004 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 100824
Secure: OPEN
Status: NATIVE
Subject: AMERICAN RESIDENTS IN UGANDA - CONTINGENCY PLANNING
TAGS: AEMR, CASC, UG, US, GE
To: BONN
Type: TE
vdkgvwkey: odbc://SAS/SAS.dbo.SAS_Docs/0cdf20fb-c188-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009